

TEMA

MANAGING LANDSCAPES: USUAL PROBLEMS AND VIRTUOUS EXPERIENCES

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Landscapes: of everyday life, of positive emotions, of memory, of doing and of the new creative drive; landscapes of neglect and degradation, abandonment, unstoppable land consumption, uncontrolled exploitation of natural resources, wrong territories transformations. The topic of the landscape is scary to those who intend to refer to it: it is too vast and there is the risk of falling into the banality of expressions and quotations, referring to positions of obviousness or easy, but often unproductive, sharing.

This issue of Economia della Cultura gives an account of the plurality of «landscapes»; of the complexity of the theme and of the objects that compose them; of the need to have to resort to different disciplinary areas to analyze them in all their dimensions; of the difficulty of summarizing the results achieved under the different approaches; of the problems still open; of the great reflection that has been elaborated and accumulated in recent years; of the relevance that the theme had assumed for cultural and identity policies but which today seems to have been overshadowed.

However, it is useful in this introductory context to emphasize how the landscape is «a set of landscapes: they are the environment that surrounds us, they are the biosphere; they are the support of agricultural work, the places of individual solitude and collective motifs, which together flow and coexist in cities and territories (...)»¹. Landscapes are certainly in their anthropic dimension, «as a set of signs that refer to the internal relations of society»².

Many of the issues relating to landscape conservation are linked to the crisis of a development model that has caused the ecological crisis that becomes increasingly serious and evident. This subject is here expressly addressed by Maurizio Carta in his editorial illustrating how the conservation and enhancement of the landscape in all its meanings requires the abandonment of the erosive, extractive, pervasive, uneven and conflictual Paleanthropocene to enter with decision and responsibility in the «Neoanthropocene»: a new era in which humanity, instead of being the problem, projects and puts

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into action the transition towards sustainable development, reactivating the ancient alliance between human, cultural and natural components as co-acting forces.

But yet, the sensations that move the collective attention to the landscape – apparently discounted, as they are in fact part and substance of our daily emotional sphere – do not always turn into choices that affect the right direction on the economy and on the management of the territory. And we pay the consequences daily, sometimes consciously, more often, unaware or powerless.

It is certainly not enough to settle with the categories of beauty and ugliness: exceptional, spectacular, enveloping; or, disfigured, devastated, lost; but also, rediscovered, loved, recovered, renewed, valued, cared for. It is necessary, appropriately, to travel outside the disciplines that traditionally deal with the territorial component – architecture, urban planning, geography – to move towards other disciplinary areas, which have long been involved in the scientific debate such as, for us, the economy.

The quality of an available landscape defines the well-being of a community and generates a series of impacts with strong economic values. And yet, the landscape that has and produces values is priceless. The impacts that the landscape generates and the problems it poses to the economy, both theoretically and empirically, are treated (often indirectly) in some of the essays contained here. Pietro Antonio Valentino's editorial summarizes these issues by first of all highlighting how the «landscape good» poses problems to the concept itself of economic rationality of the mainstream economic theory and how it is not easily treatable even in the context of Cost and Benefit Analysis (CBA) which aims to give algorithmic concreteness to the principle of rationality. The editorial proposes to use a different concept of rationality and consequently to use algorithms that differ from those of the CBA. The solution of determining the economic value of the landscape and its impact on market values, of the redistribution of the revenues it generates comes from the Italian legislation deferred to the Landscape Plan. The evidence of the experiments carried out shows that this Plan, to be incisive, must be modified in the contents and above all in the processes that define it. Without a strong participation of the communities in its definition and management, the Plan will not be able to preserve the «landscape good» from all those who would like to bend its uses to their interests.

Of course, history, but definitely also chemistry and physics, and at the same time statistics, are called to contribute to the overall analysis of natural imbalances; philosophy, sociology and anthropology must also intervene, because it is above all in the sphere of the human sciences that the need for a conceptual renewal has matured, which brings us back to normative provisions in slow but constant updating³.

Ultimately, the aim is to offer a more evolved and conscious framework that can help improve quality and with it the protection / transformation of new landscapes.

As Maguelonne Déjant Pons, Executive Secretary of the European Landscape Convention (CÉP) reminds us, «governments committed to implementing the principles of good governance must take into consideration the ine-

stimable value of the landscape for the human being and include the landscape dimension in their national, regional and local policies».

The Report⁴ presented in October 2017 by the MiBACT – edited by the National Observatory for Landscape Quality⁵ – has returned an updated and well-documented picture of Italian national situation. During the General States of the Landscape, it was intended to update the program of preserving and redeveloping the Italian landscape, acting in a coherent and convergent way in terms of safeguard, regulation of land use, management, promotion, participation. The need to govern complexity was then highlighted by the National Landscape Charter, presented on March 14, 2018, on the occasion of the second National Landscape Day⁶.

The Charter is the result of the elaboration of a large working group that has supported the National Observatory, chaired by the then Sottosegretario Ilaria Borletti, who accepted the Economia della Cultura invitation to offer in this issue an introductory note. Many hoped that the Charter – of which, it must be said, an actual formal adoption is still expected – could constitute a significant point of reference for Italian institutions and an element of comparison and dialogue with international experiences. In fact, there is no doubt that to ensure quality in safeguarding, enhancing and transforming actions, some integrated management choices are needed. Citing the 1972 UNESCO Convention, it is necessary in particular to work «to assign a function to the cultural and natural heritage in collective life and to integrate the protection of this heritage into general planning programs».

This integrated, participatory, active approach, which is inspired by the principles of the CEP Convention and interprets it, is confirmed by the elements provided by Maguelonne Déjant Pons, which also offers an international framework on the state of implementation of the CEP, with useful references to the experiences implementation of the Convention.

In the development of this issue, it was decided not to dwell so much on the issue of protection in the traditional sense – an activity that also allowed and allows all of us to be able to reason today about landscape quality, thanks to the tireless work of the Soprintendenze, of the careful local administrators and representatives of aware citizens.

We talk instead about the «active landscape» to which Paolo Castelnovi refers in this issue bringing out the «strategic potential linked to the landscape», that is to the cultural interaction between inhabitants and territories, essential to overcome the risk of becoming more and more «generic, abstract citizens, to which only indirect emotions remain, generated by the media», and to mend the patchwork of the territory, starting from some virtuous examples.

A goal to which adequate tools must be offered as well exemplified in the technical declination conducted by Paola Vallaro, through the path delineated by ATLASFor, which from Torino offers the analysis of varied and multi-disciplinary case studies that well describes the characteristics and interactions of the scene-landscape. Among these, there are certainly the experiences that arise from the selection procedures that investigate the experiences of quality in landscape management; first of all, the candidacies expressed by

the Italian territories to take part in the Landscape Award of the Council of Europe and in its preparatory selection: the Italian National Landscape Award⁷.

The selected proposals tell of experiences in progress for at least three years that fully implement the principles of the European Landscape Convention (ELC). A review that has led over the years to capture, among the hundreds of proposals presented during the biennial subsequent editions, already over 200 initiatives considered worthy of recognition and mentions in the final evaluation. We have so available a de facto «Experience-Virtuous-Bank» of territories, which today also acts as a monitoring on the state of implementation of the ELC in Italy. Over the years, the multidisciplinary character and the quality, even intangible, of the selected cultural proposals have been refined, and with them, the ability to integrate and represent the values of the actual «community of inheritance», according to the principles of the Faro Convention.

A good example of this is the proposal that made up the CoE Award nomination presented by Italy in 2019 – the project «Between land and water. Another way of owning. Agriculture, social enterprise, landscape and sustainability for a constantly evolving identity space: the experience of the Consortium of Men from Massenzatica» – as an interpretation of the landscape that encompasses the main elements of the material and immaterial local culture and those requirements of sustainability, participation, exemplarity and communication skills that have always characterized the Award. The result was one of the projects that deserved a special mention by the CoE and that will become part of a restricted but significant group of experiences declared virtuous even at international level⁸.

Landscape for the growth of the quality of life of the cities and in support of their economic and social development as is evident from the essays by Alessandro Bianchi and Jörg Schröder in the Tema section of this issue. For an Italy who would change the pact between landscape and cities, as stressed in this issue by Maurizio Carta. Landscape therefore as an instrument of cohesion, legality and collective well-being. Of that well-being that the ISTAT data, in the indicators chosen in the BES system and at European level, in the Eurobarometer guidances, help us to measure, as does for us, in this issue, Annalisa Cicerchia in her role as an expert and careful analyst and interpreter of the consumption and cultural habits of Italy in the international comparison.

The different approaches to the landscape bring us back to the undisputed quality of the UNESCO heritage recalled by Roberto Cerrato, who with Elisa Gandino and Carola Giacometti, describes the reality of those who work in the field for the promotion and care of the landscapes of the productive tradition, element that guides always the wine-producing companies of Piedmont and which involves the entire local community, starting from local farmers and producers and with the contribution of the territorial institutions. These realities have been operating for years in forms of cooperation to keep the quality of the wine product high. It is the same team that led to UNESCO recognition⁹ and that today animates the management plan adopted.

The theme of integrated and coordinated management of assets in the most varied expressions of culture on a territorial scale thus resurfaces forcefully. And

in this regard, a more up-to-date reflection that could include the territorial and intangible component of the heritage should be extended to the Charter of Siena – adopted by ICOM in the 2014 Siena International Conference and updated at the Milan International Conference in 2016 – as a possible conceptual link between the territorial structure and its dynamics and aspects of research, conservation and use of the museum heritage. A combination and a difficult but potentially interesting interaction, to make the museum the reasoned narrative of the territory and more effectively accredit that immaterial culture that is not always easy to narrate and conceptually define.

A new focus on the active participation of territorial communities leads us to read less evident qualities and characteristics in the landscapes. They are the landscapes that we do not cross frequently and that contain lesser known territorial realities, to be discovered or rediscovered, to be recovered and re-evaluated with targeted interventions. In development policies it emerges that the governance of cities in a sustainable key, on the one hand, and in parallel, the re-launch of the internal areas are elements called to affect the overall quality of the management of the territory.

The cognitive investigation activated in 2018 by Mario Cucinella – who worked at the Italian Pavilion with Arcipelago Italia in 2018 Biennale Architettura in Venice – involved landscapes of the internal areas of the country, such as examples of Italian identity by extension and historical-cultural stratification, which could appeal to the role that contemporary architecture can play even within settlements extraneous to the dynamics of metropolitan cities. In the reinterpretation of it made by Alessandro Melis – in the project «Resilient Communities» for the Italian Pavilion of the 2020 Biennale Architettura in Venice – it appears fitting to use associative thinking, which will meanwhile deal with the related themes of climate change and the resilience of community.

The incidence of the choices of transformation of the territory, often irresponsible, cannot make us fully enjoy those small or large views of good conservation and good management of the Italian landscape. In this regard, architects, planners, landscapers and conservators approved in July 2018 a Manifesto¹⁰ calling for the adoption of a national regeneration program to be considered «the virtuous alternative to uncontrolled expansions and further land consumption».

An up-to-date look at what happens in the concrete management of the territories in terms of land use and consumption, adaptation and updating of the planning instruments, implementation of the sustainability principles comes from Antonio Di Gennaro, who, in the research conducted together with Antonello Migliozzi and Marco Marotta, outlines a non-obvious transformation of the soil in recent years between built-up areas, cultivated areas and forest cover.

It is necessary ultimately not to miss the train of renewed attention to the environmental issue that the disaster – alas, long announced – leads us to reconsider globally. The substantial alterations of the natural balance, the exploitation of natural resources, the pollution of water and air leads us to

look at landscapes with different eyes, decidedly disaffected and disenchanted.

The topic of community awareness comes back forcefully, that is also of acting consciously and reasonably, of the virtuous work of citizens and institutions, of the overall good management of landscapes. And the landscape education, as a concrete and positive development of the relations between persons and landscapes, has profitably to start from the institutions – from the schools in particular – as Martina De Luca reminds us relating about the inquiry on the educational projects activated by the MiBACT¹¹.

Knowing how to manage the environmental component of our life, but also how to see, know how to transmit, communicate, share positive emotions: educate to beauty and respect for beauty; knowing how to observe, walk, experience the emotions offered by landscapes. Learn to participate, request to participate, offer / schedule participation.

Running through again the contents of the National Landscape Charter that many good intentions have outlined, one wonders at this point whether Italian institutions are fully aware of the complex mission they have to ensure and whether they are adequately equipping themselves – systematically therefore, not only occasionally – to promote quality in territorial management¹². Concretely, it will be necessary to take advantage of positive management experiences and relaunch them, adapting them where necessary to different places and sites, taking the spirit of management plans, often mentioned for cultural heritage, but too often not adequately designed or even badly applied; the methodology adopted for the UNESCO sites may be an aid in this regard for a good care of different sites and landscapes.

We still wonder if we will finally see the ratification of the Farö Convention and its formal transposition into Italian law; if the National Landscape Charter will also be formally shared and adopted by the institutions as an effective interinstitutional cooperation strategy; if the MiBACT will restore and give proper weight to the National Landscape Quality Observatory and if perhaps it will also work to make active that UNESCO Heritage and Heritage Observatory approved at the November 2016 International Conference; if the structures of the MiBACT and among these, the new Directorate General of Contemporary Creativity and Urban Regeneration – so renamed in the recent organizational change – will be ready to play a role of orientation or at least of careful and active dialogue towards the complexity of the themes and subjects which hopefully will be the protagonists of this multiform expressive diversity and good landscape management.

The central knot of landscape planning remains, and it today must be read through the dictates of the Italian Code of Cultural Heritage and Landscape, in the text revised from 2006¹³ and of its, still only partial, application. The numbers of the plans concluded and approved according to the provisions of the Code are indeed very small. The synoptic framework published on the MiBACT¹⁴ institutional website reports in detail the situation at the end of 2018¹⁵. In this regard, in the Documentazione section of this issue, reference is made to the first results of a «field survey» – we conducted by way of example – which contains the opinions that some MiBACT local

authorities have expressed in response to the three questions asked them.

Ultimately, to try to interpret landscapes and their dynamics, the aim was to tighten the field for layers of reading; targeted, for example, at landscapes that we intend to investigate because they tell of experiences of design quality, of good examples of daily care, of community participation, of successful investments.

Among the many possible reading cuts, we have asked some experts to help us to develop the theme through their direct experience on these types of landscapes, with a zoom on urban landscapes. It is, ultimately, what we tried to do, through the authors involved in this issue of our review. An interesting picture emerges that Pietro Antonio Valentino helps us to re-read while a re-launch of economic reflections on the landscape seems to be possible.

Notes

¹ Luca P. Marescotti in <https://casadellacultura.it/905/urbanistica-e-paesaggio-una-visione-comune>. Comment to Joan Nogué, Libria, 2017.

² Eugenio Turri, *Antropologia del paesaggio*, Prefazione di Franco Farinelli, Venezia, Marsilio, 2008.

³ The *Codice dei beni culturali e del paesaggio* (2004), that collects and integrates the norms already in force, is open to regular updates as – an example for all – in 2006 the implementation of the European Landscape Convention and of the UNESCO 2003 and 2005 Conventions.

⁴ See: *Rapporto sullo stato delle politiche per il paesaggio* - MiBACT – Clan Group, ottobre 2017, www.beniculturali.it

⁵ The Osservatorio nazionale per la qualità del paesaggio (National Observatory of Landscape Quality) has been created according to the art. 133 of the *Codice dei beni culturali e del paesaggio* (D.lgs. 22 gennaio 2004, n. 42).

⁶ See: www.beniculturali.it/mibac/multimedia/MiBAC/documents/1521021831506_Carta_nazionale_del_paesaggio_MiBACT_Osservatorio_nazionale_paesaggio.pdf

⁷ n. 130 have been the Italian candidacies to the 2018-2019 edition of *Premio del Paesaggio del Consiglio d'Europa*, based on the art. 11 of the European Landscape Convention (ELC) adopted by the CoE, 20 ottobre 2000. See: www.premiopaesaggio.beniculturali.it and CoE www.coe.it

⁸ See here the Maguelonne Déjant-Pons article.

⁹ In June 2014 the *Paesaggi vitivinicoli di Langhe-Roero e Monferrato* have been included in the WHL UNESCO.

¹⁰ See: https://www.congressocnappc.it/Congresso_Nazionale_«Abitare_il_Paese,_Città_e_Territori_del_Futuro_Prossimo»_in_Rome,_July_2018.

¹¹ It is the project *Raccontami un paesaggio* runned with Maria Maddalena Alessandro of the MiBACT Servizio Paesaggio, along with the Padova University and the Calabria Region.

¹² About these themes it is important to mention the *Davos Declaration 2018: Towards a high quality Baukultur for Europe* adopted by the European Ministers of Culture on January 21-22, 2018: <https://davosdeclaration2018.ch/>

¹³ Codice BCP, artt. 135, 143, 144, 145 del decreto legislativo n. 42/2004 e s.m.i.

¹⁴ See: Rapporto MiBACT, pagg. 182-187 in terms of adjustment of town planning tools.

¹⁵ See the Quadro Sinottico in the MiBACT website: <http://www.beniculturali.it/mibac/export/MiBAC/sito-MiBAC/MenuPrincipale/Trasparenza/Pianificazione-e-governo-del-territorio/index.html>